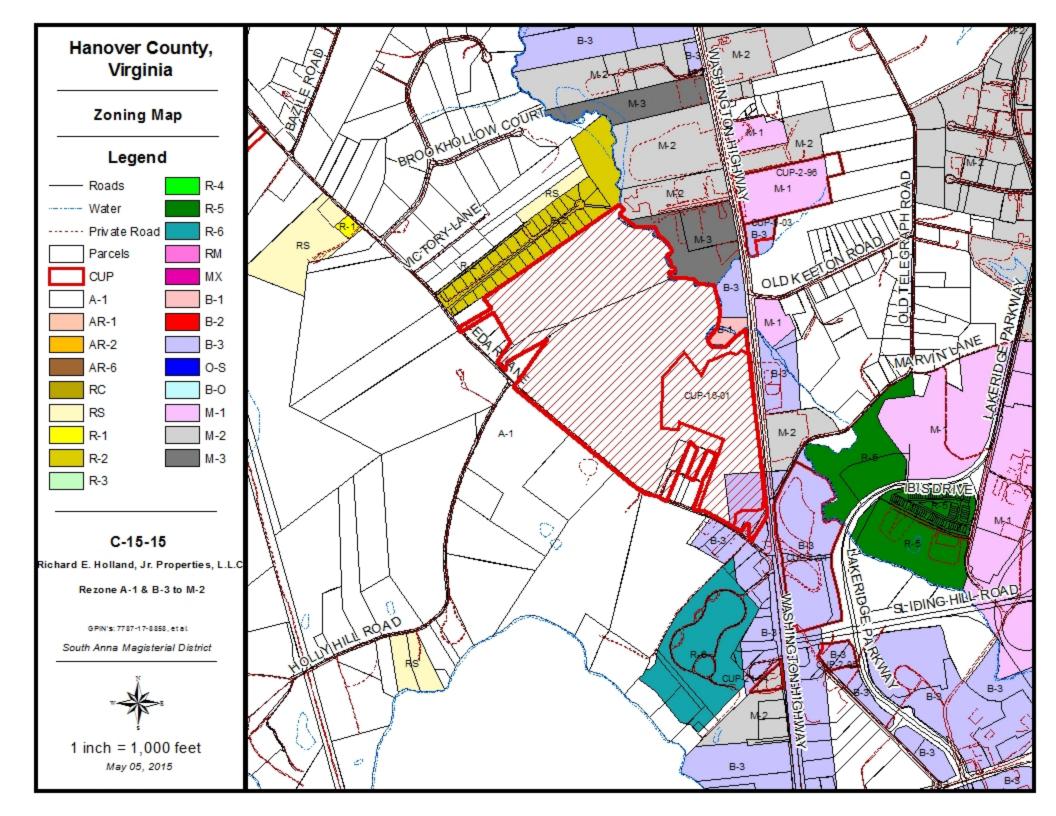


Hanover County, Virginia General Parcel Map Legend Roads ----- Water ····· Trees ----- Private Road Structures Parcels C-15-15 Richard E. Holland, Jr. Properties, L.L.C Rezone A-1 & B-3 to M-2 GPIN's: 7787-17-8858, et al. South Anna Magisterial District 1 inch = 1,000 feetMay 05, 2015



1,060

530

265





C-15-15(c), RICHARD E. HOLLAND, JR. PROPERTIES, LLC

Industrial Rezoning Report South Anna Magisterial District PC Meeting Date: June 18, 2015



Overview

Current Zoning	A-1, Agricultural District and B-3, General Business District
Requested Zoning	M-2(c), Light Industrial District with conditions
Acreage	128.11
Location	In the northwest quadrant of the intersection of Cedar Lane (State
	Route 623) and Washington Highway (U.S. Route 1)
GPINs	7787-17-8858, 7787-08-4412, 7787-19-0019, 7787-27-0272,
	7787-27-2165 and 7787-16-9934
General Land Use Plan	Planned Business
Major Thoroughfare Plan	Cedar Lane – Major Collector (100' right-of-way)
	Washington Highway – Major Arterial (120' right-of-way)
Suburban Service Area	Inside
Case Planner	Gretchen W. Biernot

Executive Summary

This is a request to rezone 128.11 acres to M-2(c), Light Industrial District with conditions to allow for certain light industrial and commercial uses. This application is taking part in the Strategic Zoning Initiative, which allows property owners to rezone property for certain uses and remain in the Land Use Taxation program until the actual use of the property is changed to a more intensive use. This zoning request is speculative, and no specific layout is proposed. The applicant has submitted a conceptual plan that identifies access points and buffering and has provided proffers that address the speculative nature of this proposal. The traffic analysis and recommended road improvements would be addressed at the time of site plan review.

Staff Recommendation

DENIAL as submitted but **APPROVAL** subject to changes in the proffers to address design standards and ensure compatibility with the surrounding community as described in this staff report.

Planning Analysis

Land Use

The subject property (Holland Tract) is comprised of several undeveloped parcels totaling 128 acres generally located at the intersection of U.S. Route 1 and State Route 623, Cedar Lane. The subject parcels adjoin property zoned for business and industrial use along the U.S. Route 1. Other properties in the immediate vicinity along Cedar Lane are comprised of commercially zoned properties near the intersection of Route 1 and Cedar Lane. Traveling north and west along Cedar Lane, the land use characteristics shift to large lot rural residential development interspersed with smaller residentially zoned subdivisions. The Holland Tract is located adjacent to several smaller agriculturally zoned lots fronting Cedar Lane, and is bordered to the west by the residentially zoned Elmont Woods subdivision. The General Land Use Plan map shows future development in this area designated for Planned Business and Suburban General and Transitional residential use.

The Holland Tract is generally designated for Planned Business on the General Land Use Plan map of the Comprehensive Plan. The land use description of the Planned Business land use classification is as follows:

The Planned Business designated land use generally consists of fifty (50) acres or more, which are master planned, developed, and operated as integrated facilities for one or more business or limited industrial uses, with consideration to transportation facilities, circulation, parking, utilities, aesthetics (emphasis added), and compatibility with surrounding land uses. Projects should be comprised of limited industrial uses, office, institutional, and commercial uses, along with supporting residential development.

The plan further suggests that compatible zoning districts include the BP-Business Park, MX-Mixed Use, and OS-Office Service districts. It should be noted that the only mechanism to introduce residential uses into the proposal would be through the MX-Mixed Use district. Such a request is not part of the applicant's request and is not being considered with this application. As such, no residential uses are planned for the property. The three zoning districts that are supported by the comprehensive plan all have very specific standards with regard to master planning, architectural controls and continuity, and landscaping requirements, as well as the establishment of owners associations to ensure the development standards are sustainable.

The specific proposal is to rezone the property to M-2. Unlike the three aforementioned zoning districts, the M-2 district and general zoning requirements offer very few design controls to ensure attractive and harmonious development. Therefore it is the recommendation of staff that additional standards, not otherwise required by the zoning ordinance, be negotiated through proffered conditions to ensure the proposed development fully meets the objectives of the comprehensive plan.

Because the comprehensive plan is a guide, the Planning Commission and Board of Supervisors may consider requests that do not precisely match the vision of the plan, but consideration to the broad goals and objectives of the plan must be taken into consideration. From an economic development perspective this request achieves many of the objectives of the Plan which are summarized below:

- Contributes to compact and contiguous development that maximizes the efficient use of public facilities;
- Contributes to a viable business/employment center that attracts and retains businesses;
- Contributes to a diverse local economy that provides an expanding tax base and employment opportunities for Hanover citizens;
- Support development of attractive industrial or business parks where multiple businesses and industry can benefit from close proximity; and,
- Support the development of regional commercial centers in close proximity to Interstate Highway interchanges

In addition to the economic benefits which may be derived from this zoning request, the Planning Commission and Board of Supervisors must also consider the following objectives:

- Ensure land uses are harmonious with surrounding uses; intensity of commercial and industrial uses should be evaluated to assure the appropriate transition of uses...
- Encourage development of commercial corridors that are attractive and inviting for businesses through the use of landscaping, buffers and coherent, uniform signage free of visual clutter and confusion;
- Encourage distinction in building elevations through architectural form, building materials, color, and texture;
- Support master planned development that includes harmonious architecture and landscaping and maintains higher standards;
- Ensure provision of adequate and safe vehicular access to thoroughfares, and examine opportunities to consolidate access points to improve access

It is clear that the comprehensive plan not only encourages viable and robust business and industrial investment, the plan also strongly supports the development of commercial and industrial projects which are compatible with the surrounding community, contain attractive architectural form, and provide significant design aesthetics through architecture, landscaping, uniform sign controls, and well planned transportation infrastructure.

The applicant has submitted proffers that will ensure the transportation network immediately serving the proposed development will provide appropriate service levels and enhance roadway safety. The applicant has also provided several proffers in an effort to respond to the comprehensive plan strategies outlined previously. However, because the M-2 industrial district has relatively few design standards, staff finds that the proffers addressing the proposed buffers do not provide sufficient assurance that the proposal fully addresses the strategies highlighted in the comprehensive plan. Therefore, staff recommends additional proffered conditions for the applicant's and Planning Commission's consideration. Such proffer recommendations include:

- Assurances that future parcels which are to be subdivided from the Holland Tract, and have frontage on either Cedar Lane or U.S. Route 1, regardless of driveway location, meet the building and design standards of the U.S. Route 1 corridor overlay with regard to the placement of overhead doors;
- Restrictions on the type of materials that may be stored outside, and additional requirements that storage areas visible from U.S. Route 1 or Cedar Lane will be screened from view;

- Increased setbacks for buildings located in proximity to Elmont Woods Subdivision. Staff recommends two standards be utilized: A lesser standard for buildings which have no loading docks/loading bays facing the subdivision, and an increased standard for buildings that do have loading docks/loading bays
- Enhanced landscaping standards for the proffered and required buffers;
- Paved parking areas, internal travel ways, and exterior storage areas;
- Inclusion of landscaping standards within employee and customer parking areas, not to include exterior storage yards; and,
- Limitations on the number and design of signs

Pursuant to recent changes in the State Code and the subsequent changes to the Hanover County Code, the owners of the subject property are requesting rezoning so that the property can be actively marketed, while still being enrolled in the County's Land Use Taxation program. When the property is developed and the use changes, the property would no longer be eligible for enrollment in the program, and roll back taxes would then be due. The roll back tax that was imposed previously with a rezoning action inhibited property owners from being able to rezone for marketing purposes. This change in the land use taxation code will assist the Economic Development Department, which seeks available zoned property to market to potential commercial and industrial users seeking a location within the County.

To address this issue, the applicants have provided Proffer No. 3, which incorporates the provisions of Hanover County Code, Section 22-17.1(a), which allows land use taxation to continue until such time as the land is developed for certain land use categories: Manufacturing; transportation and warehousing; professional, scientific, and technical services; hotels and motels, and professional offices.

Prior to taking action on this request, the Board will need to make a finding that all proposed uses fit within the categories described above. For informational purposes, a copy of Section 22.1-17(a) is attached.

Conceptual Plan

The conceptual plan submitted is speculative and does not include a development layout. However, it does show all the subject properties and the points of access. One entrance location is shown on U.S. Route 1, and three entrances are shown along Cedar Lane. At the time of development, final entrance locations must generally conform to the conceptual plan and meet VDOT access management requirements. In addition to access, the conceptual plan also shows the location of the proffered 50' buffer next to Elmont Woods subdivision and other existing residential dwellings as well as the thoroughfare buffers along Cedar Lane and U.S. Route 1.

While this request is speculative, any future development will initiate all site design requirements, including the potential for a commercial subdivision as well as individual site plans for each individual parcel (should the property be subdivided in the future).

Transportation

It was agreed among the applicants, staff, and their representatives that the potential uses of the subject property would trigger the need for a traffic impact analysis (TIA). The applicants have proffered to conduct this study prior to the first site plan approval. Proffer #5 establishes when the study must be done and that it include a master plan depicting the internal circulation. Entrances and intersections to be considered within the TIA include proposed entrances to U.S. Route 1 and Cedar Lane, the Cedar Lane/Holly Hill Road intersection, road safety and capacity from Holly Hill Road east to project limits, and the Cedar Lane/U.S. Route 1 intersection. In no case shall the level of service for the roads evaluated in the TIA fall below LOS D in any phase of development. The study shall also include a phasing plan for the installation of the improvements. The Owners will install all recommended road improvements and traffic control improvements as recommended in the TIA, and such improvements shall be designed and constructed to VDOT standards and specifications.

In addition, the applicant has proffered to dedicate right-of-way along Cedar Lane and U.S. Route 1.

Community Meeting

The applicants held a community meeting on June 3, 2015. The issues raised at the meeting included the following:

• The subject parcel adjacent to Elmont Woods subdivision appears to be shown for Suburban General in the Comprehensive Plan or residential use and should not be eligible for M-2 zoning. Alternatives include developing this parcel for residential use, rezoning to M-1, or increasing the width of the buffer along the subdivision.

The General Land Use Plan map of the Comprehensive Plan that shows designated future land uses throughout the County is a general map and not drawn along specific parcel lines. The Planning Department and Planning Commission provide recommendations on interpreting the map, and the Board of Supervisors makes the ultimate decision. However, staff is recommending a more substantial buffer and greater development standards for transitioning the use to residential areas.

• Drainage and noise concerns were expressed.

The applicant's engineer is required to address stormwater regulations at the time of site plan. Noise is restricted by the County's noise ordinance.

• Limits should be placed on signage, and a landscaped berm should be installed along Cedar Lane to maintain the rural view along the road.

The applicant has not submitted any proffers on sign limitations. A 25' thoroughfare buffer has been proffered along Cedar Lane but the buffer standard does not include a berm.

• A business park type of development with attractive buildings and trails should be encouraged. Standards must be greater than the existing development on U.S. Route 1. Outdoor storage should be limited.

The applicant has proffered that all buildings utilize quality building materials, architectural details that will improve the appearance of the future structures, and mechanical equipment screening. Outdoor storage has not been limited by the proffers.

• Concerns were noted on whether Cedar Lane was adequate to handle the traffic generated by this development.

As mentioned previously, a traffic impact analysis must be prepared prior to the first site plan approval, which will address impacts to levels of service along Cedar Lane. Any road improvements, such as turn lanes, that are recommended by the analysis must be installed.

Agency Analysis

There were no substantive comments from the reviewing agencies. Since a specific conceptual plan has not been provided or a user identified, all federal, State, and local regulations will be required to be met when plans of development are submitted for site plan review.

Because this case was expedited, the Historical Commission has not had an opportunity to review this case. A recommendation will be provided at the Planning Commission meeting.

Proffers

Staff recommends **DENIAL** of the proffers as submitted but would recommend **APPROVAL** with the changes outlined in the staff report to address a variety of design standards to ensure the project achieves the overall goals of the Comprehensive Plan as they relate to commercial and industrial development. Below is a summary of the proffers as submitted by the applicant:

- 1. <u>Utilities</u> All development shall connect to public water and sewer.
- 2. <u>Utility Lines</u> The applicant has proffered to install all utility lines underground with the exception of existing lines and lines prohibited by federal or state statutes or regulations from being placed underground. Other than the utility lines prohibited from being installed underground, staff does not support existing utility lines remaining aboveground. The County's vision for the property is for it to develop in an office park setting consistent with the Planned Business land use designation in the Comprehensive Plan. Staff recommends the following which is identical to the proffer accepted with the Northlake rezoning:

Utility Lines: Except for major transmission lines and existing lines that now traverse the Property, all utility lines, such as electric, telephone, CATV, or other similar lines shall be installed underground or may be located overhead when provided along rear or internal property lines. All lines located adjacent to internal roads and driveways shall be placed underground.

- 3. <u>Uses</u> Only uses in the categories listed in Section 22-17.1(a) are permitted, including Special Exception and Conditional Use Permits listed under the zoning district regulations.
- 4. <u>Architectural Treatment</u> The applicant has proffered quality building materials, architectural details that will improve the appearance of the future structures, and mechanical equipment screening. The Director of Planning will review all elevations during site plan to determine whether the structures meet the proffered standards.
- 5. <u>Transportation Improvements</u> The applicants have proffered to conduct a Traffic Impact Analysis (TIA) prior to the first site plan approval. The proffer establishes when the study must be done and that it include a master plan depicting the internal circulation. The study shall also include a phasing plan for the installation of the improvements, which must be constructed to accomplish at least a LOS D in any phase of development, and the applicants are responsible for construction of all improvements recommended by the TIA.

In addition, this proffer requires that all access points be constructed as generally shown on the conceptual plan and also requires right-of-way dedication along Cedar Lane and U.S. Route 1 beyond the area of the Cedar Lane realignment project. The County is currently negotiating right-of-way acquisition with the applicant for the area affected by the road project.

6. <u>Buffer</u> – The applicant has proffered a 40' buffer standard within a 50' buffer area around all adjoining residential properties. The 40' standard requires one tree for every five linear feet of buffer and one shrub for every four linear feet. As noted, staff has made additional recommendation with regard to the overall site design and landscaping standards.

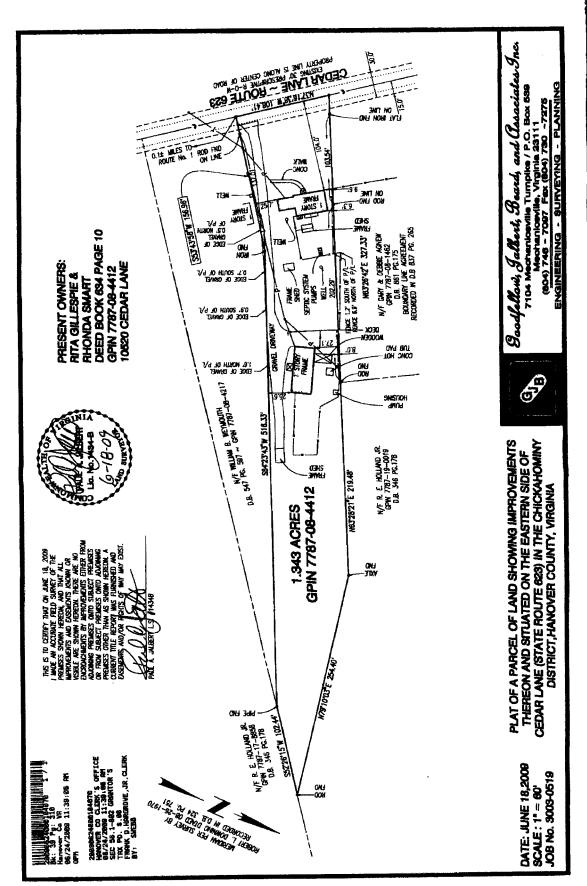
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Attachments	
abla	Maps (land use, vicinity, zoning, aerial)
	Historical Commission Recommendation
	Approved Proffers/Elevations/Conceptual Plan
	County Traffic Study
\checkmark	Application Materials
	Agency Review Comments
	527 Traffic Study
	Citizen Correspondence
	Photographs
	Proffers /Concentual Plan

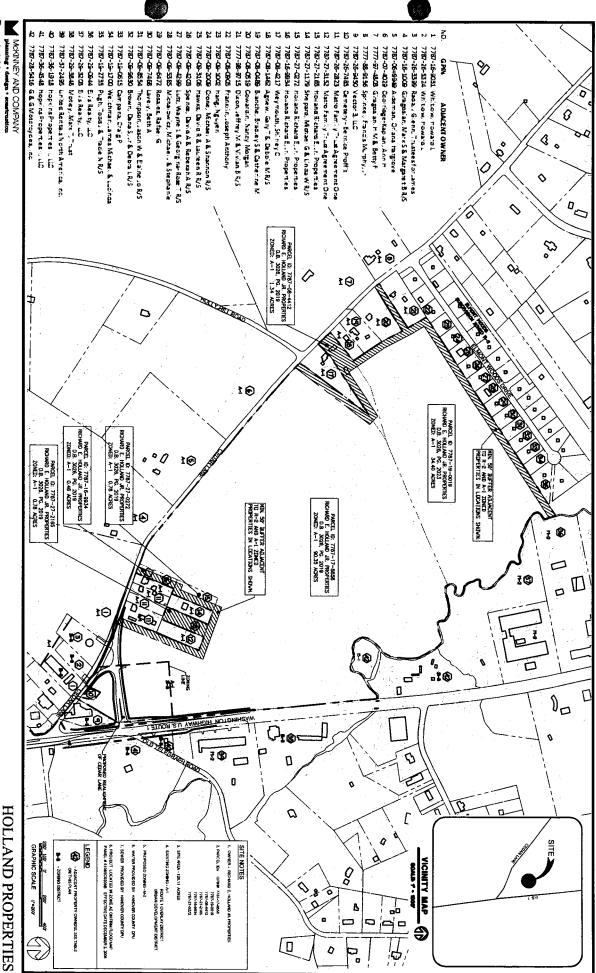
BOOK 324 PAGE 751 įţ SCALE: 1' + 200' :[A TRACT OF LAND, LOCATED ABOUT OVER COUNTY, VIRBINIA W. S. HARGROVE RICHIMOND MOTORCYCLE CLUB AUGUST 1.1

MAY - 4 2015

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MAY - 4 2015
HANOVER COUNTY
PLANNING OFFICE



HOLLAND PROPERTIES HANOVER COUNTY

EXHIBIT A

PROFFERS: C-15-15(c), Richard E. Holland, Jr. Properties LLC

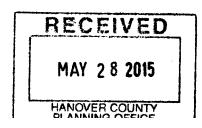
The undersigned, Richard E. Holland, Jr. Properties LLC, as owner of parcels designated GPINs 7787-17-8858, 7787-08-4412, 7787-19-0019, 7787-27-0272, 7787-27-2165 and 7787-16-9934 ("the Property"), voluntarily agree for themselves respectively, and their respective agents, representatives, successors and assigns (collectively "the Property Owner") that, in the event the Property is rezoned from A-1, Agricultural District, to M-2, Light Industrial District, the development and use of the Property shall be subject to the following conditions:

- 1. <u>Utilities</u>. Public water and sewer facilities shall be used for the development of the Property.
- 2. <u>Utility Lines</u>. All utility lines, such as electric, telephone, CATV, or other similar lines shall be installed underground, except for (a) those existing utility lines that currently traverse the Property, and (b) those utility lines prohibited by federal or state statutes or regulations from being installed underground.
- 3. <u>Uses</u>. Use of the property shall be limited to those uses listed in Division 14, M-2, Light Industrial, and shall be limited to those uses within the categories of uses set forth in Section 22-17.1(a) of the Hanover County Code, as may be amended, which includes the following categories:
 - A. Manufacturing;
 - B. Transportation and warehousing;
 - C. Professional, scientific and technical services;
 - D. Hotels and motels (Conditional Use Permit necessary); and
 - E. Professional offices.

Nothing herein shall preclude the Owner from applying for a conditional use permit or special exception within Division 14 of the Hanover County Zoning Ordinance provided a determination is made by the Director of Planning that the use is consistent with those uses listed in Section 22-17.1 (a) of the Hanover County Code.

4. <u>Architectural Treatment.</u>

- A. Materials used for buildings on the Property shall be brick, stone, precast architectural concrete (including tilt-up panels), split face block, architectural metals, metal and glass curtain wall, metal curtain construction systems, or synthetic stucco or other materials determined to be of comparable quality by the Planning Department at the time of site plan review.
- B. The architectural treatment for any wall facing a public right-of-way shall include architectural details, fenestration, or other features that will create architectural interest and not appear as a blank wall. Wall surfaces of each building (whether front, sides or rear) that are visible from any public right-of-way shall be similar in architectural materials to other walls of the building.



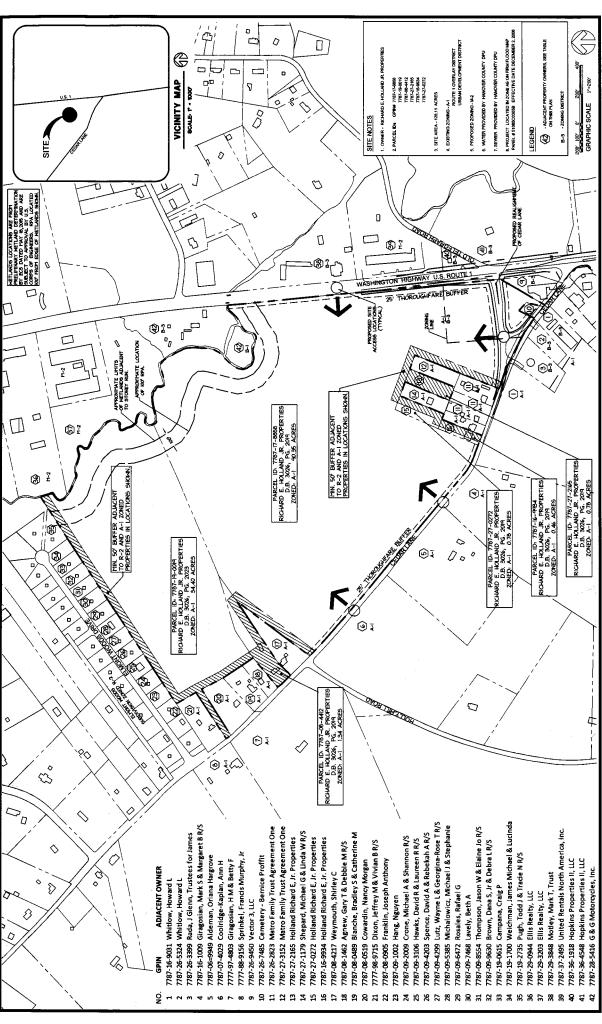
- C. Any mechanical units on the Property shall be screened, and if on the roof, screened by a parapet wall that is an integral component of the building. Screening shall be designed so as to block such units from view by persons on any public streets immediately adjoining the Property, or from adjacent residential uses. The method of screening shall be submitted at the time of site plan review.
- 5. <u>Transportation Improvements</u>. To provide for an adequate roadway system, the Owner shall be responsible for the road improvements as required below.
 - A. Prior to the first site plan approval on the Property, the Owner agrees to undertake a Traffic Impact Analysis (TIA) in accordance with County policies and applicable Virginia Department of Transportation (VDOT) regulations. The scope of the TIA shall be mutually reviewed by the Owner, Hanover County, and the Virginia Department of Transportation; however, the Director of Planning shall make the final determination regarding the scoping of the TIA. The TIA shall include trip generation forecasts for project build out. The TIA shall provide recommendations to ensure that traffic operations as a result of the proposed development will be sufficient to maintain a minimum service level "D" across the road network identified in the TIA.
 - B. The TIA shall include a master plan depicting the internal circulation, which shall be submitted to the Hanover County Planning Department for its review and approval. The master plan shall include provisions for the following potential points of ingress and egress and intersections:
 - i. Proposed entrances to U.S. Route 1 and Cedar Lane (State Route 623)
 - ii. Cedar Lane/Holly Hill Road (State Route 713) intersection
 - iii. Road safety and capacity from Holly Hill Road east to project limits
 - iv. Cedar Lane/ U.S. Route 1 intersection
 - C. The TIA shall include a phasing plan for the installation of improvements. The phasing plan shall be based on projected daily vehicle trips and PM peak hour trips. In no case shall the level of service for the roads evaluated in the TIA fall below LOS D in any phase of development. The Owner agrees to install all recommended road and traffic control improvements as recommended by the TIA. The exact design and dimensions of these improvements shall be determined at the time of site plan approval, and they shall be designed and constructed to VDOT standards and specifications.
 - D. The location of all access points into the Property shall be in general conformity with the conceptual plan prepared by McKinney and Company, dated May 4, 2015, entitled "HOLLAND PROPERTIES, HANOVER COUNTY, EXHIBIT A" (the "Concept Plan").
 - E. Dedication of Right-of-Way. The Owner agrees to dedicate fifty (50) feet of right-of-way from the centerline of Cedar Lane (State Route 623) to the property

from the western limit of VDOT Project #0623-042-R71 to the western property line and dedicate sixty (60) feet of right-of-way from the centerline of Washington Highway (U.S. Route 1) to the property from the northern limit of VDOT Project #0623-042-R71 to the northern property line for future road widening, free of cost to the County, upon request of the County or VDOT.

6. <u>Buffer</u>. A minimum fifty foot (50') wide buffer shall be provided and designed on the Property in the locations designated as "MIN. 50' BUFFER ADJACENT TO R-2 AND A-1 ZONED PROPERTIES IN LOCATIONS SHOWN" on the Concept Plan (the "50' Buffer") and in accordance with the standards for a 40' buffer set forth in Section 26-266 of the Hanover County Zoning Ordinance.

A minimum of a twenty foot (25') wide buffer shall be provided on the Property adjoining Cedar Lane, which shall be designed in accordance with the standards for a 25' buffer set forth in Section 26-264 of the Hanover County Zoning Ordinance.

There shall be no trucking bays located within fifty feet (50') of the 50' Buffer.



McKINNEY AND COMPANY
planning · dorign · construction
Date: 5-4-2015
REV.-6-1-2015